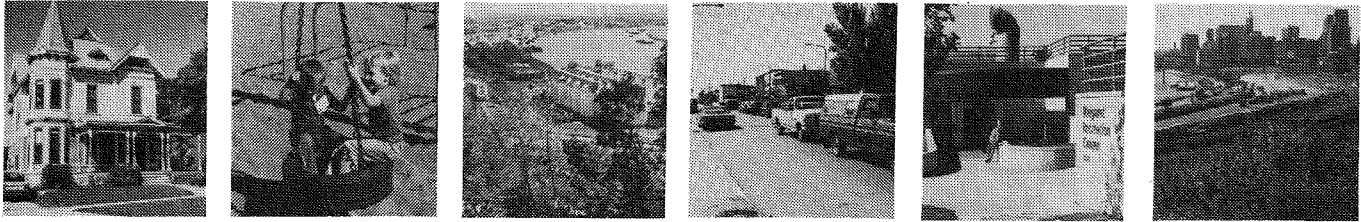


DISTRICT 4 PLAN UPDATE

Adopted by Dayton's Bluff/District 4 Council 7-14-86
Adopted by Saint Paul Planning Commission 8-22-86
Adopted by Saint Paul City Council 11-13-86

Comprehensive Plan
District Plans
Planning Division
City of Saint Paul



SUMMARY

INTRODUCTION

The Dayton's Bluff/District 4 Community Council initiated this plan update in order to capture the community's new ideas about the future of the area. The Council invited residents and business owners of Dayton's Bluff to identify the neighborhood's strengths and weaknesses, and to recommend approaches for improvement. The District 4 Plan contains the goals, objectives, and action proposals developed in this process.

MAIN RECOMMENDATIONS: PHYSICAL PLAN

1. The District Council strongly advocates the improvement of the appearance of Gateway areas, and the city, District Council, neighborhood residents and area businesses should all work together to do so.
2. The city should provide more trash receptacles on E. 7th St., especially near bus stops, and the E. 7th Business Association and businesses in the 3rd and Maria commercial area should initiate regular trash clean-up in these areas.
3. The District Council, NHS and NHDC should set up a committee to identify problem properties and work with the fire and police departments and neighborhood residents to gather information and compile files on such properties. The committee should notify the Housing and Building Code Enforcement Division when enough evidence is amassed to take action against the property owner.
4. NHS and NHDC should develop marketing strategies to encourage current renters to buy homes in Dayton's Bluff. They should assist them with low-interest loans for rehab or purchase when possible.
5. The District Council will have an active land use committee to review land use issues. Because of the unique character of the neighborhood, the council will follow an established set of guidelines, as well as applicable sections of this plan, in reviewing and making recommendations on zoning cases.
6. The city should resolve traffic problems caused by the narrowness of E. 6th Street. Suggestions include: converting it to a two-lane road with parking bays, and consistently enforcing parking restrictions on E. 6th Street. The city should also improve snow clearance along 6th street to open up the outside lane.
7. Noise reduction at Holman Field should be accomplished by the following actions:
 - a. training and maneuvers of the Army Air Reserve should be moved elsewhere; and
 - b. pilot training programs should be more sensitive to noise problems generated by repetitious training flight patterns.

MAIN RECOMMENDATIONS:

SOCIAL PLAN

8. The Dayton's Bluff Community Council should work with surrounding planning districts to establish a multi-service center for the whole area. The Mounds Park Junior High site should be considered as a location for such a center.
9. The District Council affirms the importance of neighborhood crime watch, and with the Neighborhood Housing Service will continue to develop and maintain crime watch groups.
10. The District Council supports the establishment of an East Side Community Education Center, which would provide visible and accessible continuing education options.
11. The school district should study the problem of high student turnover at elementary schools and develop strategies to meet the needs of children who change schools frequently.

MAIN RECOMMENDATION:

ECONOMIC PLAN

12. The E. 7th Business Association should collaborate with the Payne-Arcade and White Bear Business Associations on projects to improve the business climate for east side businesses. In addition, the executive committees from each of these organizations should meet on a regular basis to improve communication and cooperation.

CONTENTS

1	Summary
5	Introduction
5	The District 4 Plan
5	History
6	The Community Today
7	Strengths and Recent Accomplishments
8	Physical Plan
8	Neighborhood Image
10	Housing
13	Land Use and Zoning
15	Transportation
17	Streets and Utilities
18	Environment: Noise and Air Quality
19	Historic Preservation
21	Social Plan
21	Human Services
23	Crime and Safety
25	Communications and Community Involvement
26	Education
27	Parks and Recreation
29	Health
30	Economic Plan
30	Commercial Areas
31	Unemployment/Underemployment
32	Relationship to Downtown

MAPS AND FIGURES

5	District Location Map
7	Median Family Income by Census Tract
10	Percent of Sound Housing Units
11	Percent of Owner-Occupied Housing
12	Housing Rehab Priority Areas
13	Land Use
15	Daily Traffic Counts, 1981 - 1984
16	Bus Routes
17	District 4 Paved Streets
20	Historically and Architecturally Significant Sites
23	Selected Crime Statistics by Police Grid
27	District 4 Parks

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INTRODUCTION

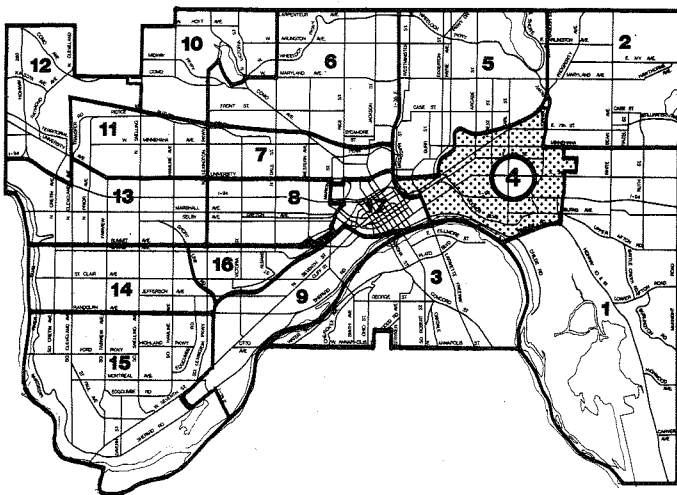
THE DISTRICT PLAN

In May of 1985, the Dayton's Bluff/District 4 Community Council began the process of updating their District 4 Plan. The original plan, developed in 1978 and 1979, still contained many applicable goals and recommendations, yet the council felt that they needed to document their new ideas about the future of the area. This updated plan captures these new ideas, and includes recommendations to the city and other agencies, and proposed directions for the District Council. The plan retains many elements of the original; however, many recommendations from the original plan have been reworded.

In summary, this plan will serve as:

- a statement of goals for the District Council, to guide them as they make decisions that will influence the district's future;
- a catalogue of new project ideas, which can be undertaken by the Dayton's Bluff Community Council as the opportunity arises; and
- a comprehensive guide for the city and other agencies as they make decisions which affect Dayton's Bluff.

FIGURE A DISTRICT LOCATION MAP



HISTORY

Long before settlers of European descent came to the area, Indians lived on the bluff. Some scholars believe that the burial mounds in Indian Mounds Park were constructed by migratory bands of Hopewellian Indians thousands of years ago. Kaposia, a large Dakota Indian village, also existed on Dayton's Bluff from the late seventeenth century until the mid-nineteenth century.

Development of Dayton's Bluff began early in the history of the city, due to its proximity to downtown. The area is named after Lyman Dayton, an early pioneer real estate operator who owned extensive properties in the area and had his home on the bluff. Feed, flour and lumber mills located in the area in the 1850's to take advantage of Phalen Creek as a source of power. A railroad line north of E. 7th Street was established in the 1860's, and more industries grew up along the railroad corridor. A railroad depot called "Post's Siding" was built at present-day Earl and E. 7th Streets and a good-sized community of workers soon surrounded the industries and depot.

At the same time, people were building homes on the bluff as development pushed outward from downtown. The area attracted many of the city's wealthy families, because of its attractive topography and scenic vistas. However, the bluff was never an exclusive enclave of the rich. A St. Paul paper at that time noted, "In the eastern part of the city, on Dayton's Bluff...several hundred dwellings have been erected." Many of them, according to the report, were "very handsome residences, but the major part being of the medium class, for the use of mechanics and employees of the numerous factories that are springing up."

In the later 1880's the street car arrived and the Lower Bluff and the area around Post's Siding merged. New development sprung up all along the street car line, which went up E. 7th and ended at Duluth Street. The late 1800's and early 1900's brought new

industries, including the Theodore Hamm Brewing Company and the Bohn Refrigerator Company (forerunners of Seeger Refrigerator Company and Whirlpool). The 3-M company--known to locals as "the Mining"--located in Dayton's Bluff and soon became a sizable employer.

Housing continued to expand south of E. 7th Street, and the streetcar company built a branch line from E. 7th over Maria to Hastings (now Hudson Road), east to Earl and south to Burns Avenue. It was a fairly common sight in the summer to see chartered street cars taking out-of-town visitors to Indian Mounds Park, widely noted for scenery of unsurpassed quiet beauty.

In the 1920's, families establishing their home in the Dayton's Bluff area were a moderate and middle income mixture of both blue and white collar workers. Persons of German and Irish extraction dominated the population, exemplified by the area's six German-speaking congregations of various religious denominations and one large Irish Catholic church. In the early days there was an extensive Irish settlement along the Lower Bluff area, and some of these families were affiliated with St. Mary's church in Lowertown.

From 1900 to 1930, the whole area prospered. However, the Great Depression hit the area hard. Many people were unemployed, local stores lost revenues, and people who owned large mansions could no longer afford to keep them up and so moved away. Many of these large home were subsequently split up into small apartments or rooming houses. Today, the density of housing in the Lower Bluff area can be attributed to the changes in this time period.

THE COMMUNITY TODAY

In the past, people have identified Dayton's Bluff mainly as a community which houses and employs a predominantly blue collar

population. While manufacturing still plays an important role in the area compared to other areas of the city, now employment in service industries surpasses that in manufacturing. The recent closing of the Whirlpool plant symbolizes the changes taking place in Dayton's Bluff as well as throughout the city and country as a whole.

The Dayton's Bluff community is now significantly smaller than it was in 1970, and its population has declined faster than that of the city as a whole. From 1970 to 1980 the population declined by 18%, compared to a 13% decline throughout the city. The area has become more racially diverse, though it still lags behind city averages in the size of most minority groups. In 1980, Hispanics were the only minority group within Dayton's Bluff which exceeded city-wide proportions.

Although the numbers of persons completing high school and college increased from 1970 to 1980, Dayton's Bluff lags far behind city-wide averages. Only two-thirds of district residents have completed four years of high school, compared to almost three-fourths city-wide. Even more striking is the fact that only seven percent have completed four years of college, compared to twenty percent city-wide.

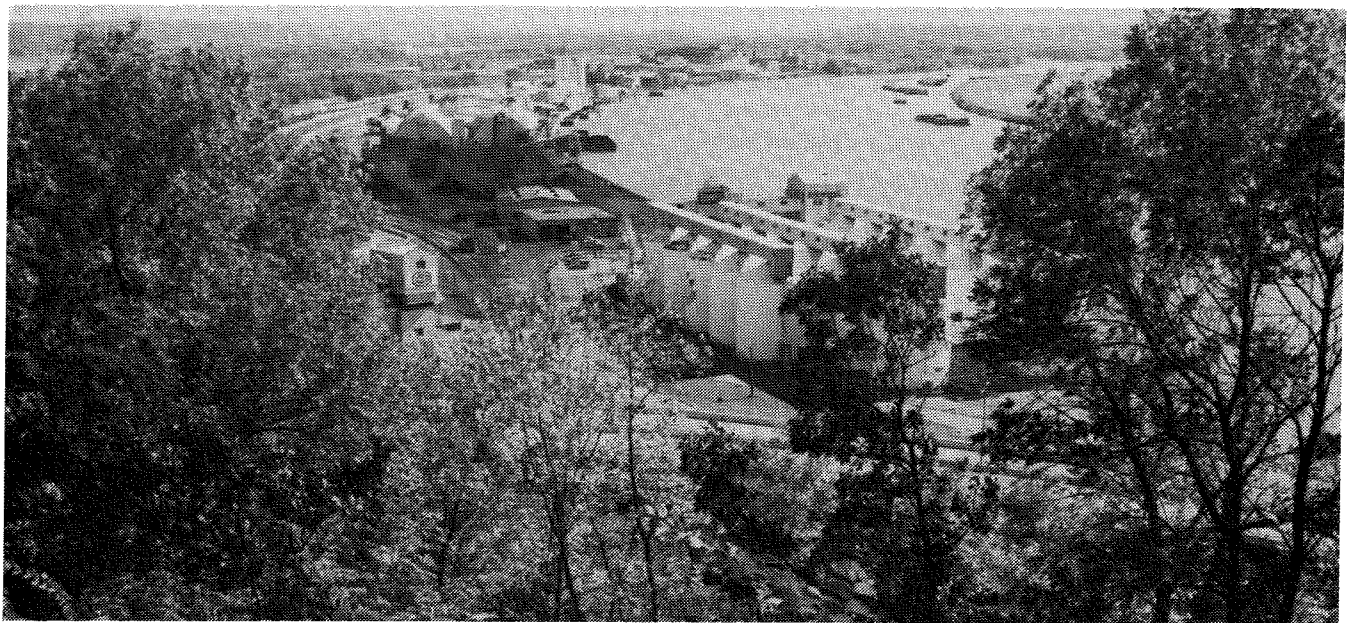
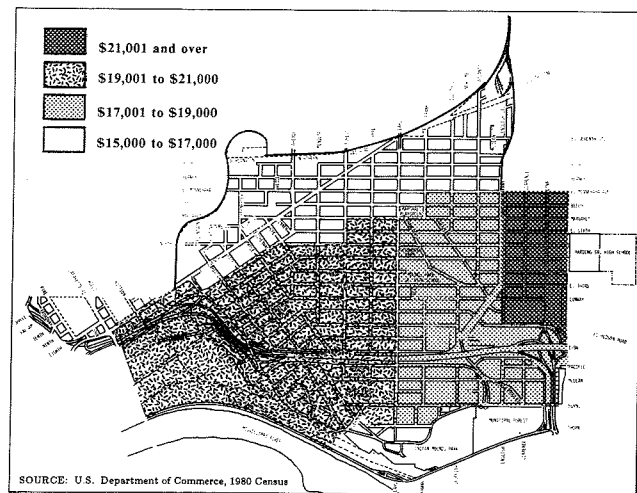
Residents of the Dayton's Bluff community fall below city averages in income and slightly above city averages in poverty status. The median family income of Dayton's Bluff residents in 1979 was \$18,710, compared to the city-wide median of \$20,743, and the percentage of persons below the poverty level in 1979 was 11%, compared to 10.9% for the city. However, there is evidence that this gap is growing: in 1985, Dayton's Bluff had a much larger percentage of persons approved for AFDC than the city as a whole.

The median family income varies widely by census tract. The far eastern tract (around Harding High School) has a higher family income than the city, and the western (the Lower Bluff and Swede Hollow areas) and

northern tracts (the area around Earl and E. 7th Streets) have lower incomes than the city as a whole.

In 1980, the occupations of District 4 residents differed widely from those of the residents of most other neighborhoods. While the largest occupation group of area residents--sales and clerical--was the same as for the residents of the whole city, Dayton's Bluff residents have fewer professional and technical positions and more craftsmen, foremen, operatives and laborers. In addition, Dayton's Bluff has a slightly greater percentage of service workers than the city average.

FIGURE B MEDIAN FAMILY INCOME BY CENSUS TRACT, 1979



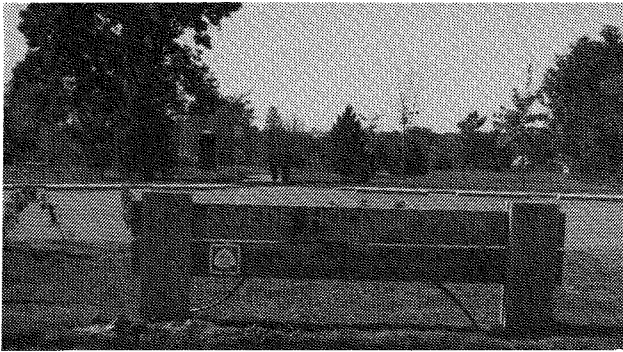
STRENGTHS AND RECENT ACCOMPLISHMENTS

The Dayton's Bluff area has many strengths, including:

Attractive Physical Features: Dayton's Bluff has beautiful scenic views and vistas of downtown St. Paul and the river valley in many parts of the neighborhood. The hilly nature of much of Dayton's Bluff provides a nice contrast to most of the city.

Interesting Historical Features: Since the Dayton's Bluff neighborhood was one of the earliest settled in the city, many historically significant homes dot the area. Mounds Park provides an even greater sense of history for visitors and residents with its Indian burial mounds.

The Dayton's Bluff community has accomplished many things since the adoption of their original district plan in 1979. Highlights of the recent past include:



Swede Hollow Park: Through efforts of neighborhood residents, the Swede Hollow area bordering Districts 4 and 5 has been converted into a park. The park includes the hollow area as well as land overlooking the hollow and downtown St. Paul. Neighborhood volunteers continue to improve the park each year.

Success of Neighborhood Housing Service and the ITA's: Neighborhood residents feel that the NHS and the Intensified Treatment Areas have been successful in improving area housing, and that they have stopped the deterioration spreading from the Lower Bluff to the eastern section of Dayton's Bluff. Although residents are still very concerned about the deterioration of housing in the neighborhood, the focus of concern is generally the Lower Bluff area.

NPP for Exterior Loans--Lower Bluff and Swede Hollow: In 1985, the Dayton's Bluff Neighborhood Housing Service received a \$120,000 grant from the Neighborhood Partnership Program, to improve the physical and environmental conditions of the Lower Bluff and Swede Hollow areas. This project will provide financing for exterior improvements on residential properties, mainly through exterior improvement loans. \$364,500 in private match money is expected to be leveraged from 35 to 50 residential participants who will be improving their property.

Festival on the Bluff: For five years, the District Council and the E. 7th Business Association has sponsored a neighborhood festival in Mounds Park, and a parade on E. 7th Street.

PHYSICAL PLAN

Neighborhood Image

Goal

To improve the appearance of the neighborhood, particularly in Gateway areas, so that residents and visitors have a positive feeling about Dayton's Bluff.

Background

Dayton's Bluff residents are very concerned about the appearance of the neighborhood, and wish to counteract the negative feelings many visitors and residents have about the area because of the following factors:

Appearance of Gateway Areas. The three major entrances into Dayton's Bluff from downtown on E. 7th, E. 6th and E. 3rd Streets all look run-down, have many vacant lots, deteriorating housing, shabby-looking commercial areas, and excessive trash. The district recognizes these areas as crucial to giving people an overall impression of the neighborhood; improvement of these three areas would go a long way toward improving the overall feelings about the neighborhood.

Trees. Dayton's Bluff neighborhood was one of the earliest and hardest hit by Dutch Elm disease. Tree planting programs have been inconsistently funded from year to year and have left many areas without new trees--again giving the neighborhood a poor appearance.

Excessive Trash. The E. 7th and E. 3rd and Maria Avenue commercial areas have inadequate trash receptacles, and often have trash littered on the streets and sidewalks. Individual residents often go without regular garbage collection, and the city has not consistently enforced litter laws.

Industry Parking Lots.

The major industries and hospitals in the area have many large, unlandscaped parking lots which leave the residential structures nearby with a stark, barren look.



Vacant Structures. The percentage of vacant housing structures in Dayton's Bluff grew from 2.5% in 1970 to 5.2% in 1980. Such structures give a very negative impression of the neighborhood, depress housing values, and are a fire hazard.

Recommendations

1. *The District Council strongly advocates the improvement of the appearance of Gateway areas, and the city, District Council, neighborhood residents and area businesses should all work together to do so. Particular ideas include regular mowing and clean-up of city-owned vacant lots, trash removal around our commercial establishments, and regular snow removal on sidewalks of vacant lots.*
2. *The city tree-planting program should be consistently funded from year to year and trees should be planted first in Gateway areas and old Intensified Treatment Areas.*
3. *The District Council supports private tree planting efforts, and encourages the city to facilitate tree-planting by city residents.*
4. *The city should provide more trash receptacles on E. 7th Street, especially near bus stops, and the E. 7th Business Association and businesses in the E. 3rd and Maria Avenue commercial area should initiate regular trash clean-up in these areas.*
5. *Businesses and other organizations in Dayton's Bluff, such as 3-M, St. John's Hospital, and Nobles Company, should landscape their parking lots.*
6. *The Dayton's Bluff District Council will submit proposals to foundations to fund public art. Some ideas include statues of famous East-Siders in small parks, public artworks which commemorate the 3-M company, and statues or plaques depicting historical figures.*
7. *The District Council, NHS and NHDC should work with realtors to improve the image of the neighborhood and actively promote home ownership versus investment in rental property.*
8. *The District Council and NHS should promote an annual neighborhood cleanup, and sponsor an annual award for neighborhood residents who maintain the best lawns and gardens.*

Housing

Goal

To improve housing conditions in specific areas of the district and to encourage home ownership in areas with concentrated rental housing.

Background

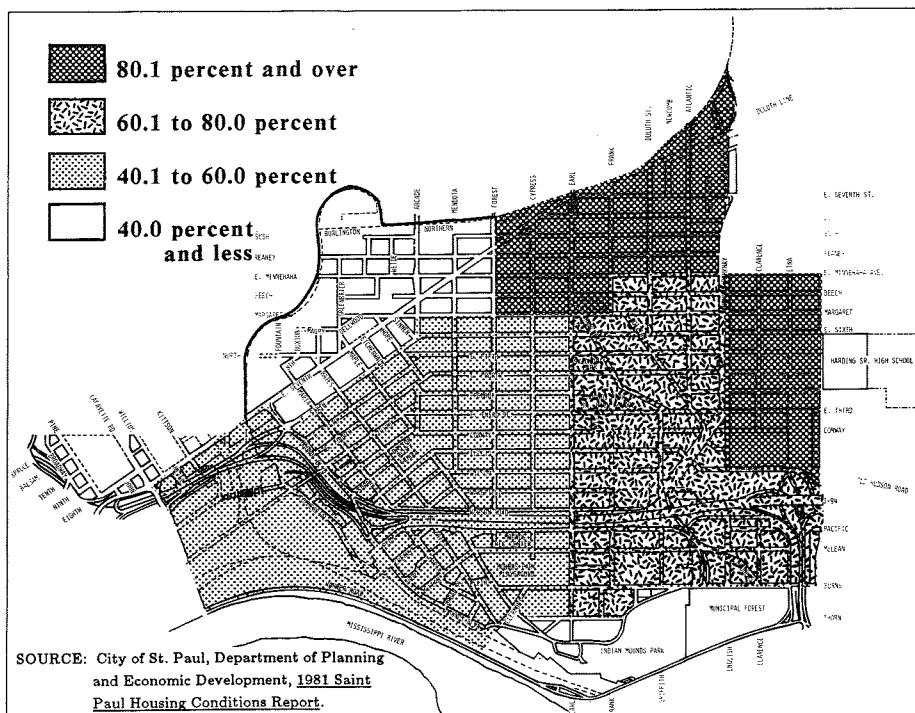
Closely tied to neighborhood image is the quality and up-keep of the neighborhood's housing. While much of the neighborhood has good quality homes which are well-maintained, neighborhood residents have concerns about:



Poor Housing Conditions in Lower Bluff, Swede Hollow, and Earl and 7th Streets Areas.

The city undertook a housing conditions survey in 1981, noting the percentage of units which were basically sound, percent needing minor repair and the percent needing major repair. The survey showed that housing units in census tract 331--the Swede Hollow area northwest of E. 7th Street--were only 22% sound, compared to 69% city-wide. A full 61% needed minor repair, and 17% needed major repair or were dilapidated. In addition, the 1980 census showed that the Swede Hollow area had a very high percentage of vacant units--14% compared to 4% city-wide. The 1981 housing conditions survey also shows that only 45% of housing units in the Lower Bluff area are sound; while 42% need minor repair and 13% need major repair. Finally, while the survey shows that census tract 317--the area around Earl and E. 7th Streets--had a high percentage of sound units, most of this tract is in District 2, and residents and NHS have observed that the portion of this tract in District 4 contains many run-down housing units.

FIGURE C
PERCENT OF SOUND
HOUSING UNITS



High Concentration of Rental Housing. While the neighborhood as a whole has about the same percentage of owner-occupied housing as the city as a whole, several areas of the neighborhood have high concentrations of rental housing. In particular, housing units in the Lower Bluff, Swede Hollow, and Earl and E. 7th Streets areas are 40% or less owner-occupied, compared to the city average of 53%.

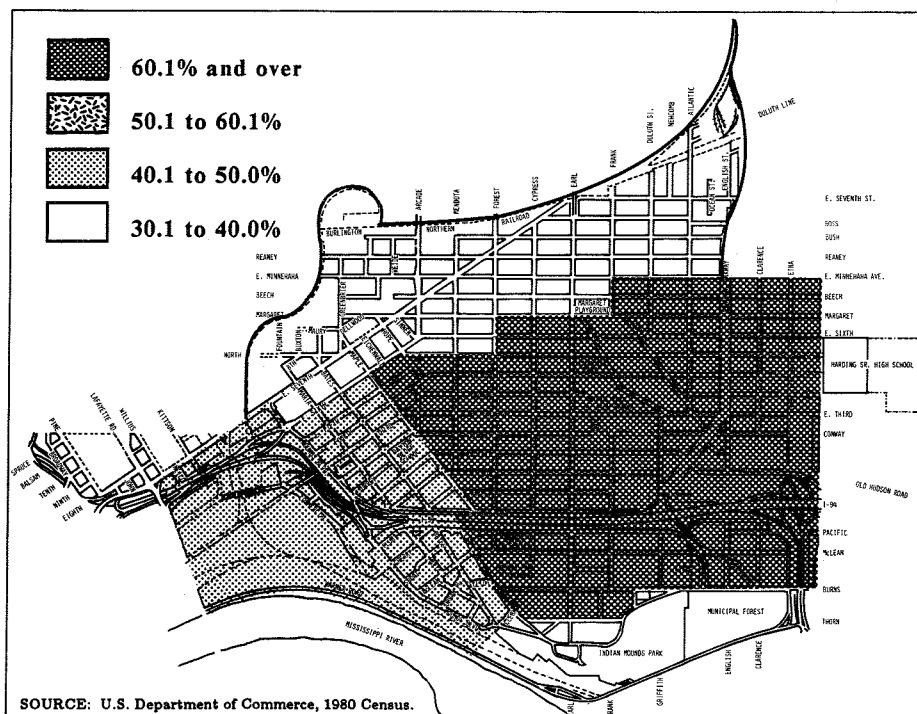
Dayton's Bluff Community Council members are concerned about the high concentration of rental housing in portions of the neighborhood for several reasons:

1. Owners of rental housing who live outside the neighborhood often fail to adequately maintain their property and rarely get involved in community affairs.
2. Renters rarely get involved in community activities, which means that projects to deal with problems in the neighborhood (such as Crime Watch, or neighborhood clean-ups) have a more difficult time succeeding in these areas.

3. Areas with high concentrations of rental housing have problems that go along with high density: parking problems, excessive noise and trash. While the district as a whole has only a moderate concentration of buildings with 5 or more units (20.5% compared to 31% for the city), it has the highest concentration of two, three and four unit buildings. (See the Land Use and Zoning section of this plan for further discussion of this issue.)

Protecting Low-Income Renters. Much of the rental housing in Dayton's Bluff (particularly the Lower Bluff area) serves low-income families and individuals. The Lower Bluff's proximity to downtown makes it an ideal place for lower-income downtown workers to live. While the community wants to upgrade the housing in the area, it also wants to protect those low-income individuals from displacement. Any recommendations regarding upgrading of rental housing should also take low-income renters into account.

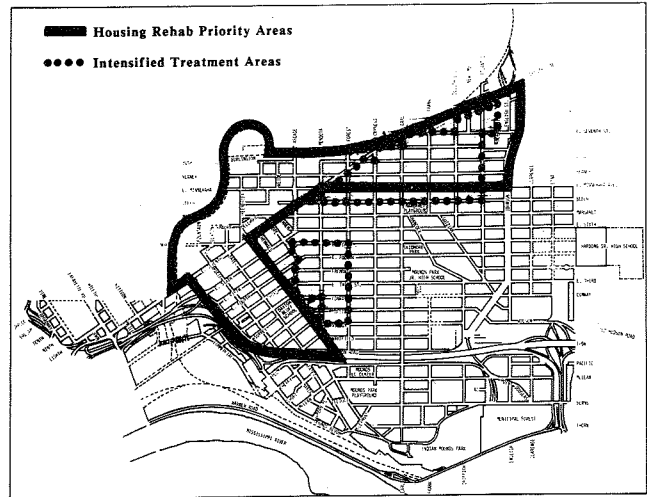
**FIGURE D
PERCENT OF OWNER
OCCUPIED HOUSING**



Recommendations

1. *The District Council with NHS and other public and private interests should work together to develop a housing improvement/maintenance strategy with a clear set of standards for completion.*
2. *The NHS should actively promote exterior improvement loans available for the Lower Bluff and Swede Hollow areas, and future housing rehab funds should be targeted to the the Lower Bluff, Swede Hollow, Bush and E. 7th and Hudson Road areas.*
3. *The District Council and NHS support the development of a project to help maintain properties in the neighborhood, and seek funding for it through the Neighborhood Partnership Program. Characteristics of such a project could include:*
 - *a labor resource that home owners or small landlords could call on to do maintenance work;*
 - *enlisting unemployed youth to provide that labor, perhaps provided by a youth employment program;*
 - *a campaign to encourage low and moderate income property owners to use the service.*
4. *The District Council will encourage investor-owner participation in neighborhood planning and other affairs.*
5. *The county should investigate and prosecute individuals suspected of falsely declaring themselves homesteaders, particularly in the Lower Bluff area.*
6. *The NHS and NHDC should try to tap non-traditional funding sources, such as the Community Development Corporation, churches, the local hospital foundations and other local foundations for money to develop new or redevelop existing low-cost housing units.*
7. *The District Council supports the re-use of existing structures in the area to provide for alternative housing for seniors.*
8. *NHS and NHDC should develop marketing strategies to encourage current renters to buy homes in Dayton's Bluff. They should assist them with low-interest loans for rehab or purchase when possible.*
9. *The city and NHS should actively promote the Urban Homestead Program as a means to improve vacant structures.*
10. *The District Council, NHS and NHDC should set up a committee to identify problem properties, (i.e., properties which generate neighbor complaints to the District Council or to the NHS), and work with the fire and police departments and neighborhood residents to gather information and compile files on such properties. The committee should notify the appropriate city officials when enough evidence is amassed to take action against the property owner.*
11. *The District Council actively supports the establishment of a separate housing court so that judges and attorneys working on housing cases can make consistent decisions about housing code violations.*
12. *The city should set aside more HRA vouchers or Section 8 certificates for Lower Bluff tenants displaced because of housing rehab.*
13. *The District Council will continue to collaborate with the Tenants Union to educate tenants and landlords on rights and responsibilities.*

FIGURE E
HOUSING REHAB PRIORITY AREAS AND INTENSIFIED TREATMENT AREAS



Land Use and Zoning

Goal

To promote better buffering between residential, commercial and industrial land uses on and around E. 7th Street, and to alleviate problems associated with housing density in the district. Also, to provide for better planning for future land use change and development in the district.

Background

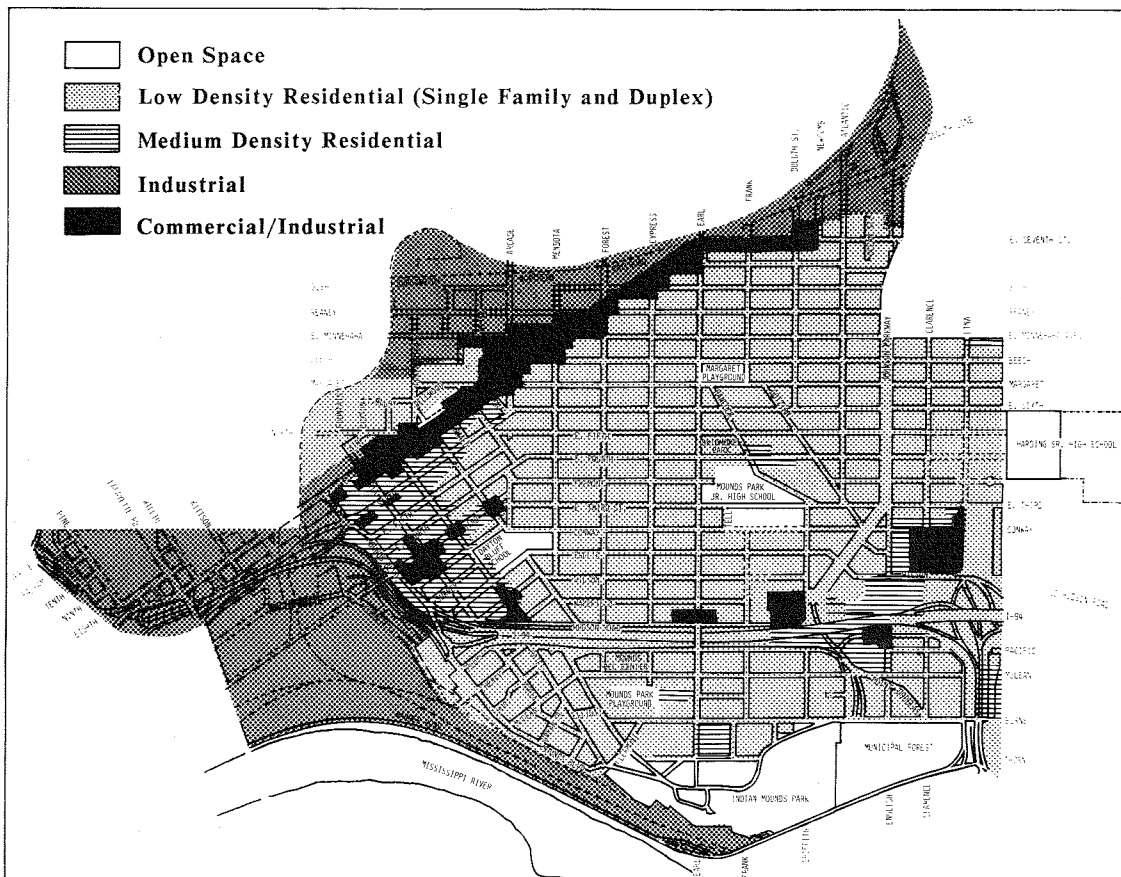
The Dayton's Bluff neighborhood is almost completely developed. The neighborhood has little open space, a high concentration of medium density housing, and many areas where residential, commercial and industrial uses abut one another. District Council members are also concerned about the lack of consistent decision-making within the council about proposed land use changes.

Lack of Open Space. While there are several large open areas on the periphery of the district--Mounds Park to the south and Swede Hollow Park to the west--there are few open areas in the dense middle portion. Any decisions regarding development in the district must take into account the need to retain what little open space is left within the district.

Clash of Residential, Commercial and Industrial Uses. Businesses, industries and residential buildings all converge on and around E. 7th Street, creating many problems:

-- Businesses on E. 7th Street create parking problems for nearby residents, during daytime and the evening.

FIGURE F LAND USE



- Many businesses and industries have late hours of operation, creating noise problems for residents.
- Trash from businesses on E. 7th Street often finds its way into residential areas. Many of the industrial buildings and parking lots are visually unappealing, and are poorly buffered from nearby residents.
- E. 7th Street has a confusing mix of commercial and residential properties, and little space to create off-street parking.

Density of Housing Development. Dayton's Bluff has a very high percentage of 2, 3, and 4-unit buildings compared to the rest of the city: 27.8% compared to 16.1%. Most of this type of housing is concentrated in the Swede Hollow and Lower Bluff areas, where over 40% of all the units in these areas are in 2, 3 and 4-unit buildings. Many of these buildings were originally single family homes, with small lots. The concentration of housing leads to many problems, including lack of adequate parking, increased noise, and increased chances for crime to occur unnoticed, since neighbors are not always familiar with residents in their vicinity. Future land use decisions should take into account the effects of increasing housing density in an already densely built area.

Need for Better Planning for Future Land Use Changes and Development. The District Council regularly reviews site plans for new development, and requests for zoning changes and variances, and has a chance to make a recommendation to the city on each zoning matter. Council members have been concerned that the district act consistently with an overall plan in mind for how the district should change and develop. In the past, the District Council has made recommendations without a consistent set of guidelines or plan to follow.

Recommendations

1. *The city should preserve all existing open space in District 4, particularly the open space behind the former Mounds Park Junior High School.*
2. *Portions of the Etna/English Corridor should be set aside as passive parks or natural open space.*
3. *The District Council will have an active land use committee to review land use issues. Because of the unique character of the neighborhood, the council will follow the following set of guidelines as well as other applicable sections of this plan in reviewing and making recommendations on zoning cases.*

LAND USE POLICY

1. *As the opportunity arises, the District Council will support the development of landscaped parking lots as buffering areas between commercial structures on E. 7th Street and residences nearby.*
2. *The District Council will support development of new or redevelopment of existing structures in industrial or commercial areas only when accompanied by parking provisions as established in the Zoning Code, and by proper landscaping.*
3. *When possible, the District Council will support designation of OS-1 zones in residential areas near E. 7th Street, and on E. 7th from Mounds to Maple Street.*
4. *The District Council will oppose additional tavern and entertainment licenses.*
5. *The District Council will oppose conversions of rental property to more units than for which the area is zoned, and will apply stringent standards when considering requests for variances. These standards will include: proper lot size as designated in the Zoning Code; parking availability; and maintenance record of the property.*
6. *New construction should blend architecturally with the rest of the neighborhood, and should not block views and vistas, particularly in the Swede Hollow, Lower Bluff and Mounds Park areas.*

Transportation

Goal

To improve traffic flow throughout the neighborhood, and ease parking and traffic problems surrounding the E. 7th Street business area.

Background

The problematic land use conditions in the district--high concentrations of people in small areas; clash of residential, commercial and industrial uses--lead to many transportation problems in the district. The angled position of E. 7th Street in relation to its cross-streets and poor access to and from I-94 also add to circulation problems.

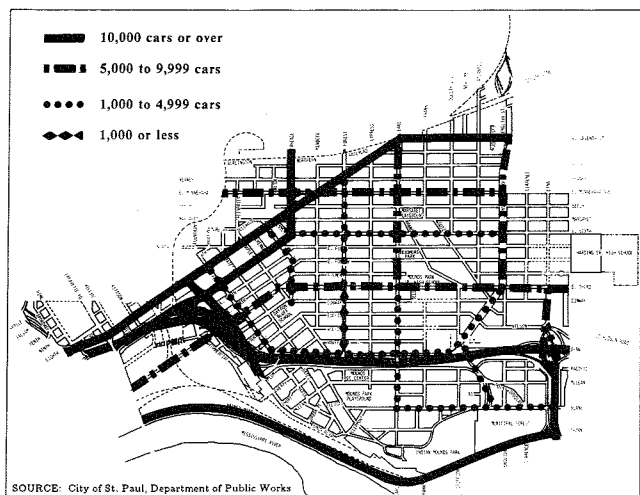
Parking: Customers of E. 7th Street businesses and workers at nearby industries cause parking problems for surrounding residents. In addition, E. 7th Street businesses note that the lack of adequate off-street parking hurts their business, since people driving along E. 7th Street find it difficult to find parking either on or off the street. Finally, people often park too close to corners on many streets. This causes visibility problems in particular for those who are trying to turn onto E. 7th Street.

Access To/From I-94: Currently there is only one exit/entrance onto I-94 in Dayton's Bluff: at E. 6th and Mounds Boulevard (although the Etna/Highway 61 interchange also provides a westbound exit). Traffic from I-94 onto E. 6th Street is too much for the narrow street to handle, particularly in winter when snow is not completely cleared from outside lanes, and in hours when parking is permitted on the street. The traffic count on E. 6th from Mounds to Arcade Street was estimated in May of 1984 to be 10,100 cars; and the accident rate at E. 6th and Mounds Boulevard continues to be high each year. Between 1980 and 1984, an average of 28 accidents occurred at that intersection yearly.



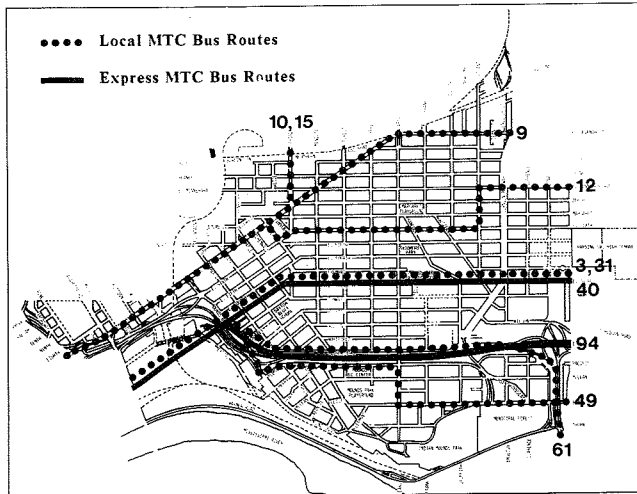
Traffic Problems on E. 7th Street. The streets intersecting E. 7th between Hope and Earl Streets cause many traffic problems, with people trying to make turns to and from the street at an angle. In addition, the concentration of businesses at E. 7th and Minnehaha Avenue causes congestion and confusion for drivers.

FIGURE G DAILY TRAFFIC COUNTS, 1981 - 1984



Alternative Forms of Transit: Buses and Bicycles. Since Dayton's Bluff is such a dense neighborhood and has such great traffic problems, many residents prefer to rely on alternative forms of transit. While the area is well-served by east-west bus routes, there is no north-south route through the neighborhood.

FIGURE H BUS ROUTES



Recommendations

1. *Businesses, churches and other organizations should make agreements for shared parking whenever possible. Large facilities such as 3-M and St. John's Hospital should use their parking areas more efficiently, and avoid adding more parking space.*
2. *The city should post and enforce the 30 ft. no parking rule by stop signs where visibility is a problem. Particularly, they should enforce this on angled streets intersecting E. 7th Street*
3. *As land in or close to commercial areas around E. 7th Street becomes available, off-street landscaped parking lots should be developed.*
4. *The District Council will work with residents living near E. 7th Street to resolve the traffic problems associated with diagonal streets intersecting E. 7th Street. Some ideas to explore in resolving these problems include:*
 - a. *Prohibiting left turns onto E. 7th Street from streets diagonal to E. 7th Street during rush hour.*
 - b. *Closing of one or more streets diagonal to E. 7th Street. Such closings, if agreed upon, would be temporary at first to analyze the impact of changing traffic patterns. If possible, small parking lots could be developed at closed intersections.*
 - c. *In lieu of street closings, the diagonal streets could become one-ways, going away from E. 7th Street.*
5. *The city should resolve traffic problems caused by the narrowness of E. 6th Street. Suggestions include: converting it to a two-lane road, with parking bays, and consistently enforcing parking restrictions on E. 6th Street. The city should also improve snow clearance along E. 6th Street to open up the outside lane.*
6. *The E. 6th Street ramp from I-94 should be split into two lanes, one funneling traffic to E. 7th and Payne Avenue, and one to E. 3rd Street.*
7. *Exit/Entrance ramps to I-94 should be added at Earl Street.*
8. *The District Council supports a new north-south bus route through the neighborhood, and encourages MTC to adopt such a route.*
9. *A bike lane should be added to E. 7th Street from downtown to Mounds Boulevard and on Johnson Parkway from Mounds Park to Phalen Park.*
10. *The District Council should work with Public Works to regularly monitor the following intersections with high accident rates: E. 6th and Mounds Boulevard; E. 7th and Johnson Parkway; E. 3rd and Mounds Boulevard; E. 3rd and Earl Streets; and E. 6th and Earl Streets.*

Streets and Utilities

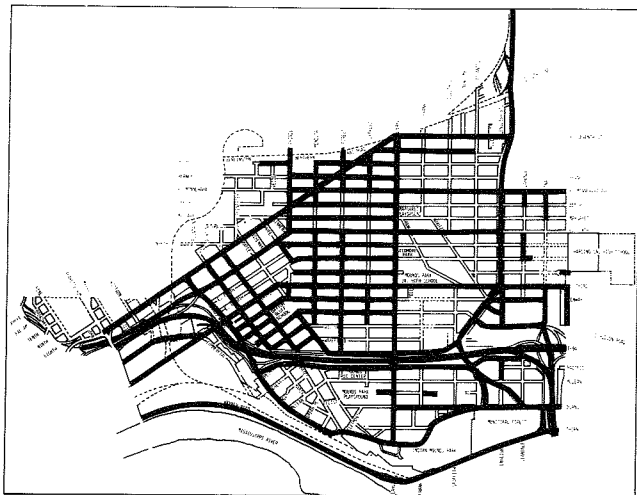
Goal

To improve the condition of streets, lighting and sidewalks and utility service in the neighborhood.

Background

Dayton's Bluff residents recognize that improving the appearance of the neighborhood streets will go a long way to improve the image and overall appearance of the area. There are three major concerns regarding streets and utilities: first, there are still many streets without curbs, even though some progress has been made over the past decade in paving neighborhood streets. Second, many streets, both paved and unpaved, have poor lighting, and as current city policy stands, there is little chance to have street lights installed without street paving. E. 7th and E. 3rd Streets, between Earl and Johnson Parkway, have particularly poor lighting. Third, power lines in the area are ugly and obvious, particularly in the Gateway areas--E. 7th, E. 6th, and E. 3rd Streets.

FIGURE I DISTRICT 4 PAVED STREETS



Recommendations

1. *The District Council supports the city's sewer separation street paving plan.*
2. *Dayton's Bluff should be considered a prime candidate for the expansion of district heating.*
3. *The city should add sidewalks on the south side of Burns between Highway 61 and Frank Street, along city-owned property and replace sidewalks on E. 7th from Mounds Boulevard to downtown. The city should also clear sidewalks along city-owned and vacant property every winter, and return to the practice of clearing snow from corners, especially at the corner of Minnehaha and E. 7th Street.*
4. *The city should install turn-lane islands across Mounds at E. 3rd Street, for pedestrian safety.*
5. *NSP, Northwestern Bell and the cable company should develop a systematic plan to bury power lines, and tie it in with sewer separation and street paving. Power lines in Gateway areas (E. 7th, E. 6th, E. 3rd Streets) should be dealt with first.*
6. *The Dayton's Bluff Community Council will develop an NPP proposal to install ornamental lighting in Gateway areas and commercial strips.*
7. *Public Works should install mid-block lighting on E. 3rd and E. 7th Streets, east of Earl Street.*
8. *Granite curbs and ornamental lighting on Mounds Boulevard should be preserved.*

Environment: Noise and Air Quality

Goal

To reduce noise from the downtown airport and traffic on E. 7th Street, and to eliminate noxious odors from the air.

Background

Two major environmental concerns continue to plague the Dayton's Bluff neighborhood: excessive noise from the downtown airport, and noxious odors emitted from a number of area industries and the Metropolitan Waste Water Treatment Plant.

Downtown Airport. Some measures have been taken in the recent past to alleviate downtown airport noise, including building a new runway to minimize traffic directly over residences on the East and West Sides. However, noise from the downtown airport continues to plague Dayton's Bluff. Specific problems include helicopter training flights and pilots in training who circle over sections of Dayton's Bluff.

Noxious Odors. A number of industries, along with the Pig's Eye Treatment plant, emit offensive odors throughout the neighborhood. Besides being an annoyance for neighborhood residents, it also lowers housing values.

Recommendations

1. *Noise reduction at Holman Field should be accomplished by the following actions:*
 - a. *Training and maneuvers of the Army Air Reserve should be moved elsewhere; and*
 - b. *Pilot training programs should be more sensitive to noise problems generated by repetitious training flight patterns.*
2. *The District Council encourages the Minnesota Pollution Control Agency to provide training and equipment to volunteers to monitor air pollution and noxious odors.*
3. *The E. 7th Police East Team should put a priority on issuing warning tickets on noisy vehicles, and the city should improve training on enforcement of the noise ordinance.*
4. *The District Council will distribute phone numbers to call with complaints about noxious odors from industries in the area, and about airport noise.*
5. *The city should take leadership in dealing with the problems of noxious odors from area industries by assisting the neighborhood in documenting the problems, and working directly with the PCA and the industries to resolve them.*
6. *The city health department should increase efforts to detect and eliminate environmental hazards such as lead poisoning and potentially hazardous waste.*

Historic Preservation

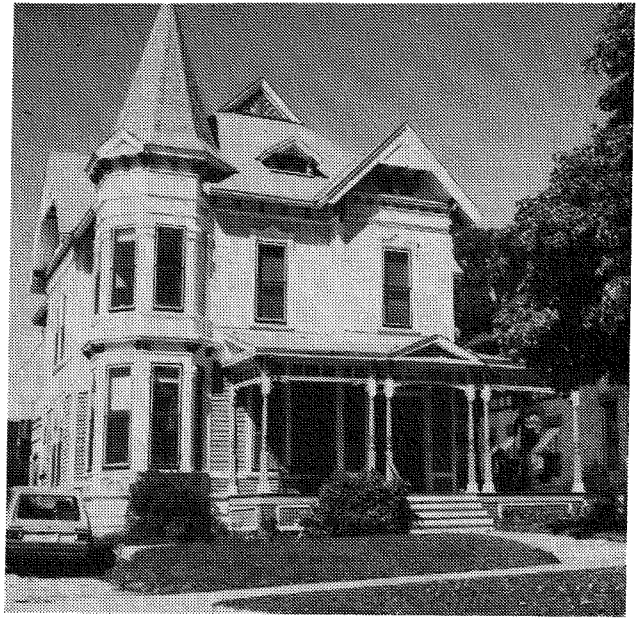
Goal

To increase the preservation of historically significant structures and heighten awareness of the area's interesting history.

Background

Dayton's Bluff is one of the oldest neighborhoods of the city, and thus has many structures of historical and architectural interest. The Mounds Park area of District 4 contains a number of intriguing and substantial Victorian houses, many with spectacular views of the Mississippi River Valley. However, many structures worth restoring are isolated among newer, less interesting structures.

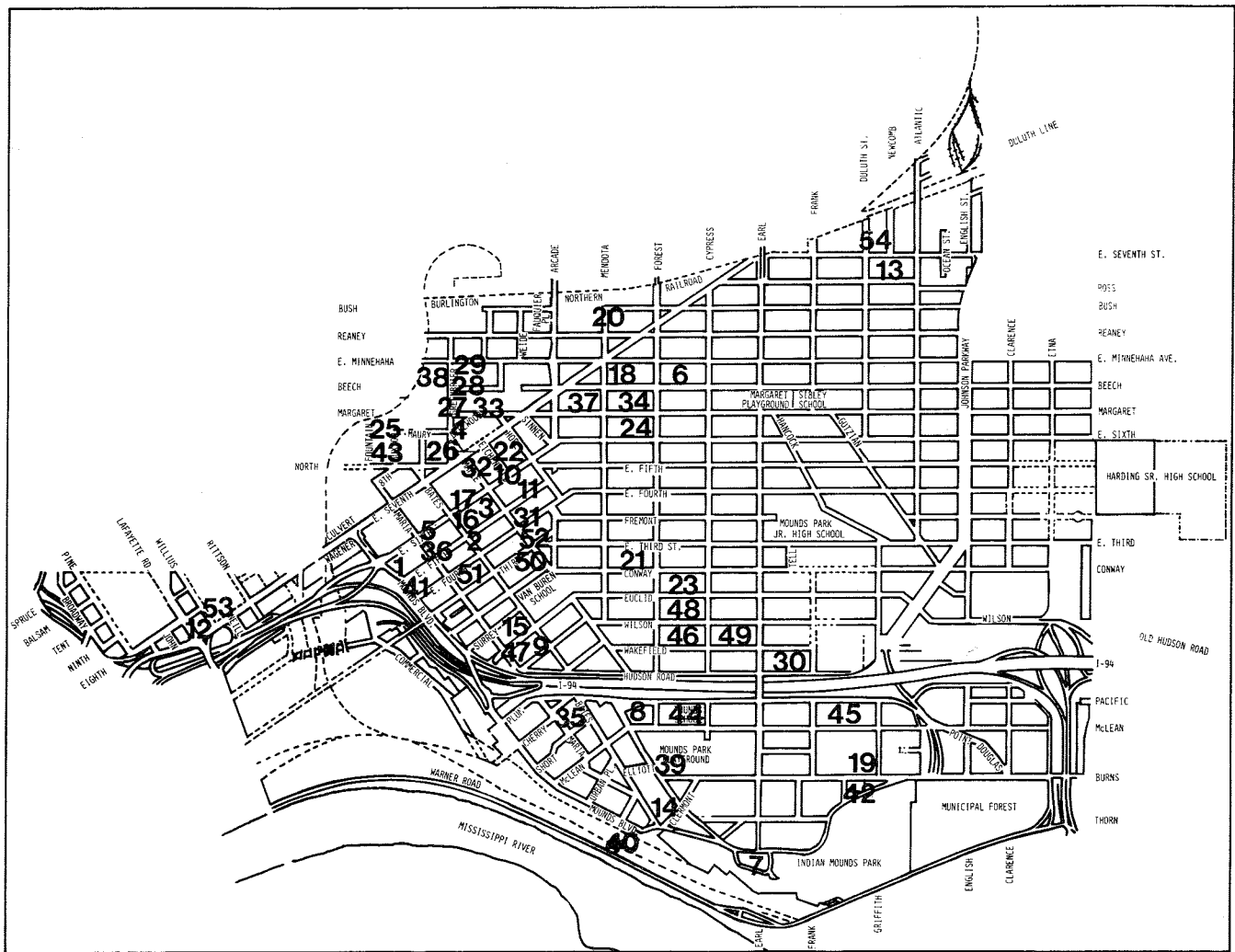
Besides having many historically valuable structures, the neighborhood retains a strong sense of history: Indian Mounds Park, for example, is a place which displays our connection with Native Americans who lived here before it was settled by Europeans. 3-M began its business in Dayton's Bluff; and many famous people grew up in the area, including two Supreme Court Justices. In considering how to preserve a sense of history in the area, the Dayton's Bluff District Council will look at ways to elucidate historical events and people, as well as historical structures.



Recommendations

1. *The District Council, with the NHS, should educate the neighborhood, builders and realtors on architectural styles common to the neighborhood to help ensure that future rehabbing is compatible with original styles. Residents interested in tracing the history of their homes should contact the Heritage Preservation Commission.*
2. *The District Council encourages 3-M to establish a museum in the neighborhood.*
3. *The District Council will seek funding to put statues of famous people from the neighborhood in small park areas.*
4. *The District Council and NHS shall encourage owners of properties inventoried by the Heritage Preservation Commission to seek federal and city designation as architecturally and historically significant sites.*
5. *The District Council will support all efforts to save historic homes in the neighborhood.*

**FIGURE J SOME RECOGNIZED HISTORICALLY
AND ARCHITECTURALLY SIGNIFICANT SITES**



SOURCE: St. Paul Heritage Preservation Commission and Ramsey County Historical Society, Historic Sites Survey of St. Paul and Ramsey County, 1980 - 1983: Final Report.

LIST OF HISTORICALLY DESIGNATED AND SIGNIFICANT SITES

Sites Already Designated

1. 653 E. 5th Street

Sites Eligible for Designation

2. 352 N. Bates Avenue
3. 373 N. Maple Street
4. 732 E. Margaret Street
5. 374 N. Maria Avenue
6. 964 E. Minnehaha Avenue
7. Ca. 1060 E. Mounds Boulevard
8. 827 N. Mound Street House
9. 707 E. Wilson Avenue
10. 757 E. 6th Street
11. 770 E. 6th Street
12. 447-449 E. 7th Street
13. 1216 E. 7th Street

Additional Sites of Major Significance

14. Ca. 20 N. Bates Avenue

15. 243 N. Bates Avenue
16. 358 N. Bates Avenue
17. 376 N. Bates Avenue
18. 881 E. Beech Street
19. 1157 E. Burns Avenue
20. 900 E. Bush Avenue
21. 915 E. Conway Avenue
22. 410 N. Eichenwald Street
23. 981 Euclid Street
24. 661 N. Forest Street
25. 614 N. Fountain Place
26. 627 N. Greenbrier Street
27. 668 N. Greenbrier Street
28. 672 N. Greenbrier Street
29. 680 N. Greenbrier Street
30. 1075 E. Hudson Road
31. 338 N. Maple Street
32. 410 N. Maple Street
33. 715 E. Margaret Street
34. 889 E. Margaret Street

35. 170 N. Maria Avenue
36. 358 N. Maria Avenue
37. 677 N. Mendota Street
38. 707 E. Minnehaha Avenue
39. 908 Mound Street
40. 51 E. Mounds Boulevard
41. 334 E. Mounds Boulevard
42. 1155 E. Mounds Boulevard
43. 649 E. North Street
44. 998 E. Pacific Street
45. 1150 E. Pacific Street
46. 963 E. Wakefield Avenue
47. 699 E. Wilson Avenue
48. 973 E. Wilson Avenue
49. 1044 E. Wilson Avenue
50. 800 E. 3rd Street
51. 704 E. 4th Street
52. 754-758 E. 4th Street, Church
53. 483 E. 7th Street
54. 1179 E. 7th Street

SOCIAL PLAN

Human Services

Goal

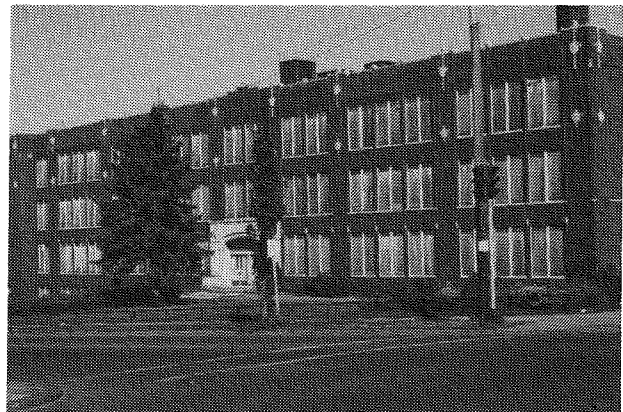
To improve delivery of human services in Dayton's Bluff by providing central access and better information, referral and outreach.

Background

Dayton's Bluff has many good human services agencies, with comprehensive services. However, a number of problems face the community in the human service area: residents' lack of knowledge of what services are available and where they are located; need for community space; and more support for parents of young children. In a recent needs assessment of the area, 55% of the respondents stated that they are prevented from or limited in using neighborhood services because of a lack of information on what's available; and 49% stated they were prevented or limited because they didn't know where services were located.

Lack of Community Space. The Dayton's Bluff area has an inadequate supply of community space. First, there is no public handicapped-accessible site for senior congregate dining; and second, there is no appropriately designed space for community education and college classes in the neighborhood. One of the priorities of the Dayton's Bluff Community Council is to raise area residents' education levels (see Education section below), and having more such classes within the community may help to move toward this goal.

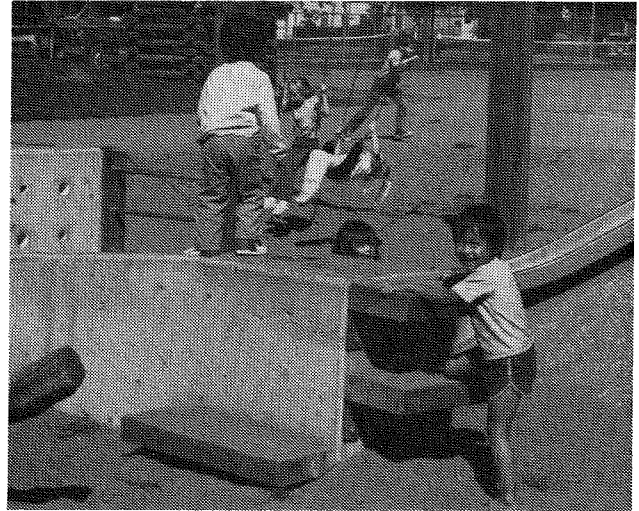
Need for More Support for Parents of Young Children. Dayton's Bluff residents perceive that many young children go unsupervised during the day, and that parents--in particular single mothers--need more support in caring for their children. While there are no figures to confirm this perception, figures do show that a high percentage of female-headed households with children under 6 are in poverty--around 60%. In 1983, 28% of the births in the Dayton's Bluff Health Planning Area were to single women.



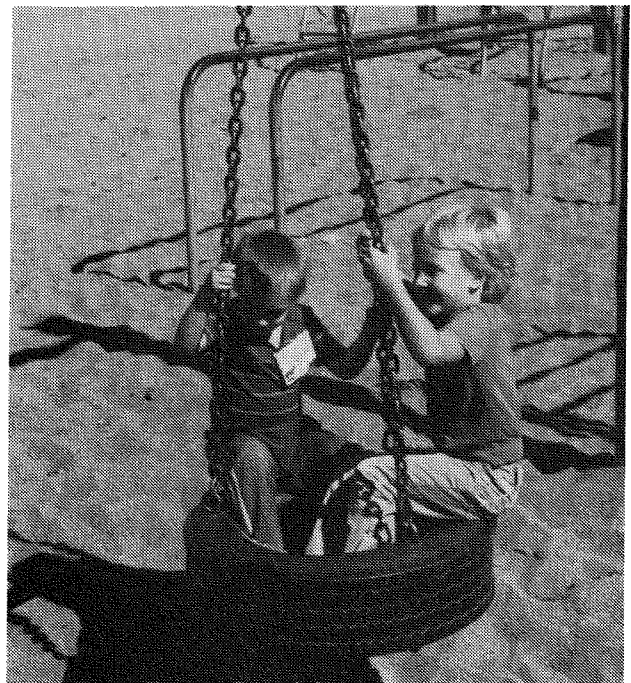
Recommendations

1. *The Dayton's Bluff Community Council should work with surrounding planning districts to establish a multi-service center for the whole area. The Mounds Park Junior High site should be considered as a location for such a center.*
2. *The District Council supports the establishment of an information and referral service for the neighborhood.*
3. *The District Council encourages the development of an outreach program to identify and assist isolated individuals who need services but are not receiving them.*
4. *The District Council encourages businesses in the area to provide child care support and flexible working hours for employees with children, and for single parents in particular.*
5. *The District Council should, in cooperation with other agencies and organizations, keep an inventory of all child care services and social service programs in the area and publicize its existence regularly in the Dayton's Bluff District Forum and other community newspapers.*
6. *The District Council will promote training and establishment of a referral service for babysitters.*

7. *The District Council encourages the continuation and expansion of parenting classes at area hospitals and agencies, and urges providers to more actively publicize their classes.*
8. *The District Council recommends that agencies serving youth in the area evaluate current programs oriented to problem youth, particularly programs for teenage runaways, and develop new programs as needed to deal with this serious problem.*
9. *The District Council recognizes that domestic abuse is a growing problem on the East Side, and supports more funding for battered women's shelters.*
10. *The District Council encourages programs such as "Rent-a-Kid" which would bring together seniors and teenagers.*
11. *The District Council urges the establishment of a senior citizens' congregate dining site in the neighborhood.*
12. *To deal with the problem of unsupervised children, the city, non-public schools, school district, community education programs and other appropriate agencies should work together to develop low-cost school-age day care programs.*



13. *Area non-profit agencies should work with first-time crime offenders who are required to work a set number of hours for the community. Duties for offenders could include cleaning and painting of vandalized walls, cleaning litter on the playgrounds, and mowing and shoveling city-owned vacant lots.*



Crime and Safety

Goal

To reduce crimes against persons and property in Dayton's Bluff.

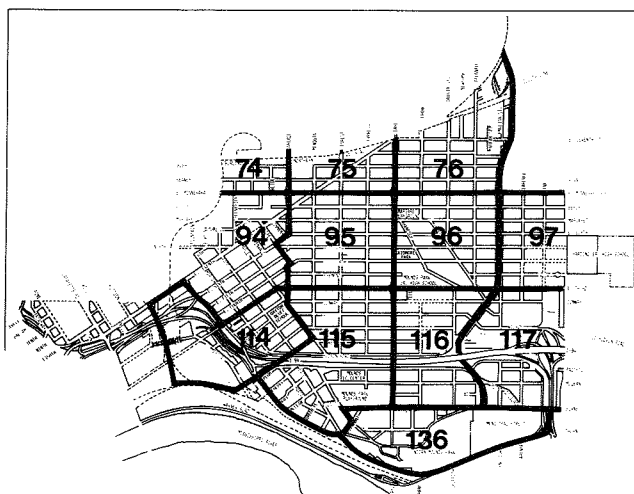
Background

Residents of Dayton's Bluff continue to have a relatively high rate of crime compared to the city as a whole. Concerns include:

Crimes Against Persons; Burglaries. The incidence of crimes against persons and property have remained high over the past several years, relative to the rest of the city. In 1984, there were 65 residential burglaries per 1000 dwelling units in Dayton's Bluff, compared to 56 city-wide. At the same time, there were about 10 crimes against persons per 1000 population compared to 7 city-wide. Most crimes seem to be concentrated in the Lower Bluff and Swede Hollow areas.

Safety of Children. In addition to concerns over crimes against persons and burglaries, Dayton's Bluff residents are concerned about the safety of their children, particularly from violence of other children. Area residents recognize the problem of family violence as a major contributor to crimes against persons.

FIGURE K SELECTED CRIME STATISTICS BY POLICE GRID



Grid	1985		1985		1985		1980-85
	Total Offenses	Rank	Vandalism	Rank	Res. Burglary	Rank	Total Arson Cases
74	342	16*	59	10*	60	25*	37*
75	243	38*	37	37*	55	30*	19*
76	234	40*	39	32*	53	32*	19*
94	342	16*	63	8*	49	34*	26*
95	295	27*	60	9*	78	8*	16*
96	129	83	40	30*	49	34*	0**
97	48	157**	19	81	14	134	0**
114	166	64	45	21*	26	85	5
115	268	32	59	10*	77	9*	11*
116	65	140	18	85	18	113	3
117	160	67	16	96	31	63	12*
136	29	178**	5	166**	5	164**	2

*In the top 25% of 198 total police grids

**In the bottom 25% of 198 total police grids

Source: St. Paul Police Department, Crime Analysis Unit, "Offense Summary Report, 1980 - 1985."

Fire Safety. Dayton's Bluff residents are very concerned about fire safety in their neighborhood, particularly in the Lower Bluff and Swede Hollow areas. Several factors lead to this concern: first, housing in this area is very old compared to most areas of the city, and more vulnerable to fires. Second, there has been a high incidence of arson in these two areas over the past several years. Police grids 74 and 75 (these grids are bounded by Payne, Case, Earl and Minnehaha Avenue, so a part of each grid is in District 5) as well as grid 94 (bounded by Payne, Mounds, E. 3rd, Arcade and Minnehaha Avenue) have all had much higher than average numbers of arson cases from 1980 to 1984. Grid 74 had the highest cumulative number of arsons from 1980 to 1984 of any other grid in the city: 36 cases. Grid 94 ranked 6th with 22 cases, and grid 75 ranked 12th with 16 cumulative cases.

Recommendations

1. *The District Council affirms the importance of neighborhood crime watch, and with the Neighborhood Housing Service will continue to develop and maintain crime watch groups.*
2. *The District Council affirms the importance of police presence in the neighborhood, and recommends that the city maintain the East Area Police Station at its present location.*
3. *The District Council recommends that the police department be more active in promoting communication between themselves and the district by initiating presentations to the District Council on neighborhood crime and safety issues.*
4. *The District Council supports efforts to encourage more home ownership so that residents will have more commitment to the community, and enable crime watch efforts to work.*



5. *The District Council supports efforts to deal with repeat offenders and family structures where violence is the standard form of behavior.*
6. *The police department should increase juvenile crime prevention efforts, including educational meetings with kids.*
7. *The school district should increase efforts to protect children from other children's violence.*
8. *The police department should increase efforts to have more face to face contact with neighborhood residents and businesses, through active promotion of home and business security inspections.*
9. *The District Council supports the Neighborhood Assistance Officer (NAO) and police reserve programs, and will promote them as opportunities arise.*
10. *The voluntary fire inspection program should continue.*
11. *The fire department should increase efforts to prevent arson in the neighborhood. One focus of their effort should be to teach children about the dangers of arson.*
12. *The District Council opposes any reductions in the city's paramedic service.*

Communications and Community Involvement

Goal

To provide for better communication between the District Council and neighborhood residents, to increase resident involvement in community affairs, and to promote better understanding among diverse cultural groups in the neighborhood.

Background

The Dayton's Bluff District Council continually strives to find better ways to communicate with District 4 residents, and to encourage residents to become involved in community affairs. While the council has had great success in making themselves known to the neighborhood--particularly through the council newspaper Dayton's Bluff District Forum--there is still room for improvement. The recent needs assessment of the area showed that 47% of the respondents had not heard of the District Council, and only 7% of respondents had participated in it.

In addition to getting people involved in the District 4 Council, council members would also like to facilitate broader cultural awareness among Dayton's Bluff residents. The 1980 census shows that District 4 has fewer minorities overall than the city as a whole; however, the percentage of minorities within the district rose substantially from 1970 to 1980. In addition, while the percentage of black residents is much lower than the city as a whole, the percentage of persons of Spanish origin and Native Americans is higher than average. The Dayton's Bluff area has also seen a rise in the numbers of Southeast Asians since 1980.

Recommendations

1. *The District Council promotes the establishment of a "neighborhood network", which would consist of 1 or 2 people per block as an information resource for block residents. Designated block representatives could keep neighbors informed of community events, available services, etc.*
2. *The District Council supports the development of several community-wide events to celebrate Dayton's Bluff. Some ideas include:*
 - *neighborhood festival with a theme which is appropriate for the area;*
 - *encourage 3-M to sponsor a 3-Mile run, from 3-M headquarters to the original plant in Dayton's Bluff.*
3. *The District Council will provide a packet of information to new residents informing them of council activities, neighborhood organizations and businesses.*
4. *The District Council will promote cultural events in the neighborhood, including sponsoring a mini "festival of nations."*
5. *The District Council supports the use of the neighborhood cable channel to list information about events and services in the community.*

Education

Goals

To provide opportunities for residents to pursue higher education, take continuing education and community education courses; to increase the percentage of high school graduates among neighborhood residents, and to improve educational services to children of transient families, particularly for children attending Dayton's Bluff Elementary.

Background

One of the greatest concerns of Dayton's Bluff residents is to increase the educational attainment and educational opportunities of area residents. District Council members recognize the close link between education and economic opportunities, and believe that raising the overall education level of children and adults in the area will give them a greater chance to succeed economically.

Educational Attainment. District 4 residents have much lower percentages of high school graduates and persons who have completed four or more years of college than the rest of the city. In 1980, 64% of District 4 residents 25 years and older were high school graduates, compared to 72% of city residents 25 years and older. In that same year, only 7% of District 4 residents had completed four or more years of college, compared to almost 20% city-wide. The percentages of high school graduates and persons with 4 or more years college increased from 1970 to 1980, but the gap between District 4 and city averages widened during that period. In 1970, District 4 fell behind the city average in percent of high school graduates by 7.7 percentage points, and in percent of persons with 4 or more years college by 6.8 percentage points. By 1980, this difference had grown to 8.3 points for high school graduates, and 12.5 points for persons with 4 or more years college.

Need for Retraining and More Adult

Education. In the past, Dayton's Bluff residents have relied heavily on the manufacturing sector for employment and as these jobs diminish, have a pressing need for retraining. In 1980, 34% of employed District 4 residents worked in skilled or unskilled manufacturing occupations, compared to 25% city-wide. These types of job opportunities will continue to decrease in the near future, and residents will have to turn to other sectors for jobs. Broadening the education of such residents will give them more and better options for future jobs.

High Turnover Rate at Dayton's Bluff

Elementary. A major problem at Dayton's Bluff elementary has been the large number of children whose families move to other areas during the school year, and who are thus forced to change schools in the middle of the year. Such children have difficulty adjusting to the transition and often fall behind the others academically.

Recommendations

1. *The District Council supports the establishment of a post-secondary institution on the East Side.*
2. *The District Council recommends that the East Side schools be evaluated to see how they compare to schools throughout the city.*
3. *The school district should identify target populations needing GED services, and tailor services to meet their needs. The school district should improve the visibility of GED programs in Dayton's Bluff, and should locate GED services somewhere in the neighborhood, at a non-school site.*
4. *The District Council supports the establishment of an East Side Community Education Center, which would provide visible and accessible continuing education options.*

5. *The District Council supports the establishment of partnerships between East Side schools and East Side corporations, including projects such as provision of training for teachers, workshops for students, equipment loans, and summer job opportunities.*
6. *The school district should explore ways to provide incentives for high school students to graduate.*
7. *The District Council supports the provision of continuing education for all handicapped persons.*
8. *The District Council recognizes the need for a better citizen participation mechanism in the St. Paul School District.*
9. *The District Council encourages the school district to keep schools open for community use at night.*
10. *The District Council encourages principals of schools serving Dayton's Bluff and the East Side to meet periodically and focus on issues of special concern to the area.*
11. *The District Council will work toward the establishment of a college scholarship fund for East Side students.*
12. *The school district should study the problem of the high turnover rate at Dayton's Bluff and other elementary schools and develop strategies to meet the needs of children who change schools frequently.*

Parks and Recreation

Goal

To retain and improve on existing open space, and to take advantage of new opportunities to expand open space.

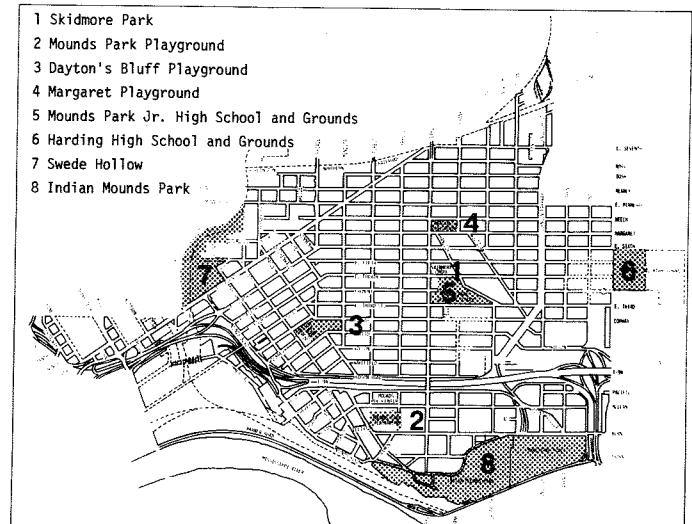
Background

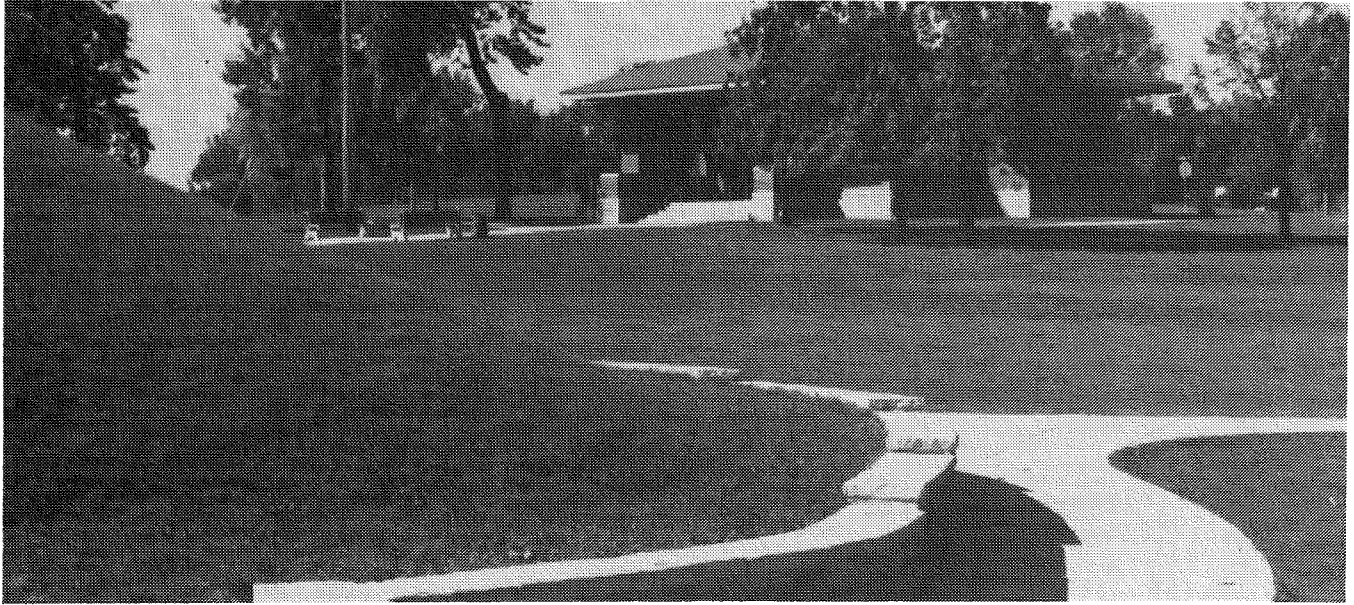
The Dayton's Bluff community has a high population density, and little open space in the center of the community. Concerns about parks and recreation center around maintenance and preservation of existing open space.

Parks and Open Space. DBCC members feel that the area has a number of recreational assets which, if developed and maintained properly, could benefit the whole city. Mounds Park, with its Native American history and preserved woodland; unused railroad land below the bluff and its proximity to new riverfront development; and open space in the Etna/English Corridor, are three such assets. Maintenance of existing parks is continually a problem, and mars the beauty of these areas.

Recreation Programs. Dayton's Bluff residents feel that recreation programs run by the city have a number of problems: first, existing programs lack adequate publicity; and second, members feel that many existing programs do not meet the needs of area residents.

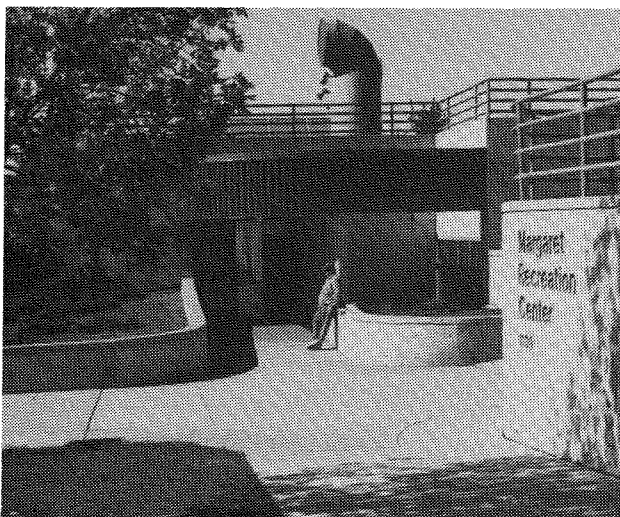
FIGURE L DISTRICT 4 PARKS





Recommendations

1. *The District Council recommends that riverfront development plans make some connection with Mounds Park, through steps and trails.*
2. *The District Council recommends the establishment of a Mounds Park Interpretive Center, which would explain Native American history, geology, and plant life of the area.*



3. *The District Council supports efforts to increase adult supervision at Margaret playground; the terrain makes it difficult for one person to oversee the whole area.*
4. *The city should improve and develop bike paths along Johnson Parkway, and connect bike paths on Johnson Parkway to paths leading through Mounds Park and to Phalen Park.*
5. *The recreation division should improve their publicity on events and programs available.*
6. *The recreation division should form a teen council to help develop programming at Margaret playground.*
7. *The city should improve maintenance of city parks and open space.*
8. *The city should provide for regular patrol in Swede Hollow and Mounds Park to enforce park hours and drinking regulations.*
9. *The city should explore alternative ways to provide recreation services and consider providing financial assistance to non-profit groups who run recreation programs open to the public.*

Health

Goal

To improve the availability and accessibility of affordable health care to all segments of the population, and in particular to expectant mothers, infants and children, and the elderly.

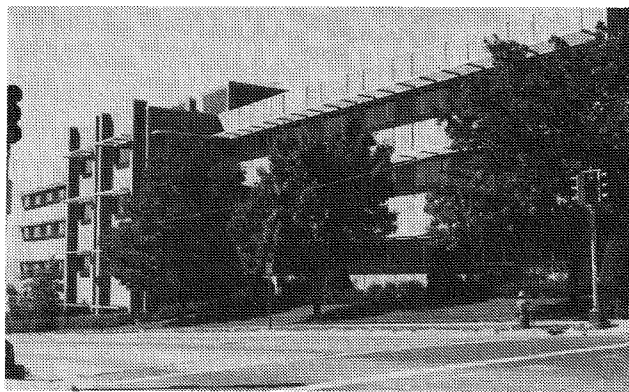
Background

Health concerns of Dayton's Bluff residents center on the vulnerable population of the area: low-income expectant mothers; infants and children of low-income families; and elderly people who are having difficulty living on their own because of health problems.

Health Care for Low-Income Mothers, Infants and Children. In the past several years, the percentage of low birthweight births in Dayton's Bluff has exceeded that of the city as a whole. Low birthweight infants have a higher mortality rate, higher incidence of costly medical complications, and ultimately, higher incidence of learning disabilities. Such births are often due to poor pre-natal care and poor nutrition during pregnancy.

In addition to a high percentage of low birthweight births, Dayton's Bluff has a high percentage of low-income single mothers. In 1980, 6.7% of all Dayton's Bluff families were single women with children under six; at the same time, 4.7% of all city families were single women with children under six. The percentage of single women with children remains high: in 1983, 28% of all Dayton's Bluff births were to single women. Many single mothers have low incomes, have no health benefits through their jobs, and many thus have difficulty affording health care for their children or themselves.

Home Health Care for the Elderly. The percentage of elderly residents--those 60 and older--in Dayton's Bluff grew from 18% in 1970 to 20% in 1980, following exactly the average percentages for the whole city. Residents of the area are concerned that not enough services reach the elderly. In the recent needs assessment of the area, 26% of respondents stated that they saw a serious need for services for senior citizens, including



home health care. The same survey showed that respondents felt strongly that, of all needy groups in the area, services for senior citizens should be the highest priority.

Recommendations

1. *The District Council supports the Face To Face Community Clinic, and encourages them to more actively promote their services for teenage parents.*
2. *The District Council supports the continuing publication of the Metropolitan Council consumer guide to hospitals, and urges increased circulation of that publication to the community.*
3. *The Dayton's Bluff neighborhood supports increased funding for pre-natal, infant and early childhood care programs such as WIC, to improve the health and life quality of children.*
4. *The District Council supports efforts to promote home health care for the elderly, including improving access and affordability, and increasing publicity about the existence of such programs.*
5. *The District Council urges the city, county and state governments to aid those families who have no health insurance and who cannot afford coverage on their own.*
6. *St. John's and Mounds Park Hospitals should annually report to the community about the use of their facilities by community residents.*
7. *St. John's and Mounds Park Hospitals should involve the community in decisions about re-use of their facilities.*

ECONOMIC PLAN

Commercial Areas

Goal

To support an active and healthy business climate in the area, and to focus over time on efforts to attract specialty retail and business service establishments.

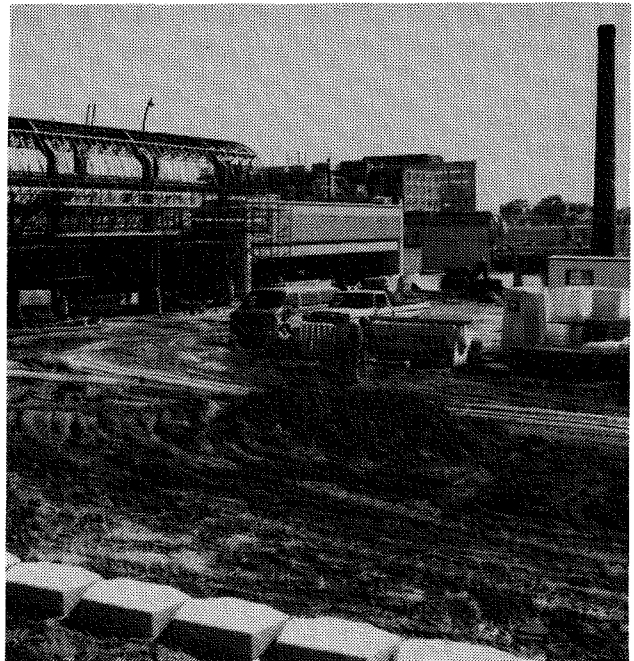
Background

Residents' concerns about commercial activity in the area center around lack of adequate parking, and on the vitality and appearance of commercial establishments. The following commercial areas all have separate problems:

E. 7th Street Commercial Area. The E. 7th Street commercial area suffers from a number of problems, as noted in a 1981 market analysis:

- the area needs an anchor retail business, such as a supermarket, fast food restaurant or hardware store to draw people to the street;
- many commercial structures should be remodeled and cleaned up to improve the general appearance of the street;
- more convenient parking is needed, both to alleviate problems with nearby residents and to attract more shoppers; and
- the neighborhood image needs improvement.

The market analysis noted that while the area could use more convenience establishments, the primary focus for the area should be specialty retail shops. Specialty retail stores offer goods or services only infrequently needed or only desired by a relatively small percentage of the residents of the area.



Another problem with the area is that East Side business associations have not worked together much in the past, and have suffered from a lack of cooperation in their efforts to improve the East Side as a place to do business.

Whirlpool Site. Area residents are concerned that the redevelopment of the Whirlpool site will be isolated from the Dayton's Bluff neighborhood. Currently the Arcade bridge disconnects the Whirlpool site both visually and physically.

E. 3rd/Maria Avenue Commercial Area. The E. 3rd and Maria Avenue commercial area suffers from a poor visual appearance, excessive trash and general lack of commercial vitality. Much work needs to be done to improve the appearance of businesses and clean up the area to make it more attractive for local residents to shop there.

Recommendations

1. *The E. 7th Business Association and the city should continue to work toward attracting an anchor business such as a fast food restaurant, to the E. 7th Street business area.*
2. *The E. 7th Business Association should collaborate with the Payne-Arcade and White Bear Business Associations on projects to improve the business climate for East Side businesses. In addition, the executive committees from each of these organizations should meet on a regular basis to improve communication and cooperation.*
3. *Traffic recommendations (cited in the transportation section of this plan) such as the closing off of several streets should be pursued to improve parking for E. 7th Street businesses.*
4. *The E. 7th Street business area should cooperate with neighborhood organizations and residents to develop a celebration to draw more people into the area, and get them acquainted with businesses on E. 7th Street.*
5. *Businesses in the area should exchange business management skills through mutual training sessions.*
6. *Area businesses should continue to offer incentives such as coupons for local residents to shop at Dayton's Bluff establishments.*

Unemployment/Underemployment

Goal

To promote the creation of meaningful work for Dayton's Bluff residents and to promote better education of residents so that they will be prepared for jobs of the future.

Background

As noted above in the Education section many more Dayton's Bluff residents are employed in manufacturing occupations, compared to the rest of city residents. In addition, this neighborhood has a very low percentage of persons employed in professional or managerial occupations: 12% compared to 24% city-wide. As manufacturing jobs continue to disappear, area residents must become prepared to enter other types of occupations. In order to raise the overall economic outlook for residents, jobs they are prepared for must be meaningful, good-paying jobs. At the same time, job creation efforts should be aimed at promoting meaningful, good-paying jobs as opposed to minimum-wage retail and service jobs.

Recommendations

1. *Economic development efforts in the city should be focused on developing businesses that will provide good-paying jobs, and away from businesses that will provide minimum-wage jobs.*
2. *The District Council recognizes that improving the educational attainment of area residents is the key to moving more area residents into managerial and professional jobs, and supports all efforts to upgrade education in the neighborhood.*
3. *East Side organizations should work together to create a revolving venture capital fund to provide start-up funds for new small businesses in the area.*
4. *East Side organizations should work together to develop a high-tech business center, and to develop office parks to attract "information" age businesses and jobs.*



Relationship to Downtown

Goal

To transcend the physical barriers separating Dayton's Bluff and downtown, and promote Dayton's Bluff as a residential area for people who work downtown.

Background

Dayton's Bluff is one of only several neighborhoods in St. Paul with a very close proximity to downtown. Many residents have cited the easy access Dayton's Bluff has to downtown as a major strength and competitive advantage of this neighborhood. The 1980 census shows that a greater percentage of people in Dayton's Bluff work downtown than in most other parts of the city. Improving the neighborhood's visual, physical and economic connections to downtown will capitalize on this strength.

Recommendations

1. *The District Council encourages the Port Authority and the city to develop the Space Center area near downtown.*
2. *The city should improve the sidewalks on E. 7th between Mounds Boulevard and downtown, to make it easier for Dayton's Bluff residents to walk to work downtown.*
3. *The city should study the future railway needs and explore the possibility of redeveloping unused railway areas between Dayton's Bluff and downtown.*